DOCUMENT RESUME

ED 416 121 SO 027 550

AUTHOR Melchior, Alan; Jastrzab, JoAnn; Bailis, Larry; Frees, Joseph W.

TITLE Serving America. The First Year of Programs Funded by the Commission on National and Community Service.

INSTITUTION Corporation for National Service, Washington, DC.
SPONS AGENCY Abt Associates, Inc., Washington, DC.; Brandeis Univ., Waltham, MA. Center for Human Resources.
PUB DATE 1994-03-00
NOTE 38p.; "With the assistance of Donna DeMarco, Karen Rich, Debra Major."
PUB TYPE Numerical/Quantitative Data (110) -- Reports - Descriptive (141)
EDRS PRICE MF01/PC02 Plus Postage.
DESCRIPTORS Citizenship Education; *Community Services; Curriculum Development; Elementary Secondary Education; Experiential Learning; Public Service; School Community Programs; School Community Relationship; *Service Learning; Social Studies; Student Participation; Student Volunteers; Volunteer Training
IDENTIFIERS National and Community Service Act 1990

ABSTRACT

This report examines the first round of programs funded under the National and Community Service Act of 1990. It is based on aggregate data provided by commission grantees and their subgrantees at the end of the first year of operation and covers commission-funded programs operating between July 1, 1992 and June 30, 1993. Data were available for 75% of the local programs funded by the commission in the first year, representing 70% of total funding in that year. Future evaluation reports will provide further analysis of program and participant characteristics for all the 1993-94 programs. (RJC)

**********
* Reproductions supplied by EDRS are the best that can be made *
* from the original document. *
**********

ED 416 121

# Serving America

## The First Year of Programs Funded by the Commission on National and Community Service

CORPORATION FOR NATIONAL ★ SERVICE

SO 027 550

U.S. DEPARTMENT OF EDUCATION
Office of Educational Research and Improvement
EDUCATIONAL RESOURCES INFORMATION CENTER (ERIC)
This document has been reproduced as received from the person or organization originating it.
Minor changes have been made to improve reproduction quality.
Points of view or opinions stated in this document do not necessarily represent official OERI position or policy.

Prepared by Abt Associates Inc. and the Center for Human Resources at



BEST COPY AVAILABLE

Associates Inc.

# Serving America

## The First Year of Programs Funded by The Commission on National and Community Service

**Authors:**
Alan Melchior
JoAnn Jastrzab
Larry Bailis
Joseph W. Frees

**With the Assistance of:**
Donna DeMarco
Karen Rich
Debra Magri



*Prepared by Abt Associates Inc. and Brandeis University Center for Human Resources: March 1994*

**Serving America: The First Year of Programs Funded by the Commission on National and Community Service**

This report examines the first round of programs funded under the National and Community Service Act of 1990. It is based on aggregate data provided by Commission grantees and their subgrantees at the end of the first year of operation and covers Commission-funded programs operating between July 1, 1992 and June 30, 1993. Data were available for 75% of the local programs funded by the Commission in the first year, representing 70% of total funding in that year. Future evaluation reports will provide further analysis of program and participant characteristics for all of the 1993-94 programs. An in-depth analysis of program structure and impacts on participants and the community is currently being conducted for a subsample of programs selected for intensive study.



*Prepared by Abt Associates Inc. and Brandeis University Center for Human Resources; March 1994*

## Table of Contents


Overview ..... 1

Participants and Non-Participant Volunteers ..... 3

Service Activities ..... 5

Representative Service Accomplishments:

- Subtitle C ..... 7
- Subtitle D ..... 8

Non-Service Activities ..... 9

Participant Characteristics:

- Race/Ethnicity ..... 11
- Age, Gender, School Status ..... 13
- Other Characteristics ..... 15

Funding ..... 17

Program Completion ..... 19

Summary ..... 21

Appendix A: Participant Characteristics
(Preliminary Second Year Data) ..... 23

Notes ..... 30




*Prepared by Abt Associates Inc. and Brandeis University Center for Human Resources; March 1994*

BEST COPY AVAILABLE

# Overview

In 1990, Congress passed the National and Community Service Act in an ambitious effort to "renew the ethic of civic responsibility in the United States." Through the 1990 Act and the 1993 National and Community Service Trust Act that amended the original legislation, Congress sought to create new opportunities for service, to engage growing numbers of citizens in full and part-time service, and to "generate additional service hours each year to help meet human, educational, environmental, and public safety needs."[1]

The full implementation of the Community Service Act began in 1992, when the Commission on National and Community Service (CNCS) awarded $64 million in grants to approximately 150 states, colleges, community-based organizations, Indian tribes, and other institutions to support four broad types of state and local community service efforts during 1992-93:

- Serve-America (Subtitle B1) programs, which involve school-aged youth in community service and service learning through a variety of school and community-based activities;
- Higher Education Innovative Projects (Subtitle B2) aimed at involving college students in community service and at promoting community service at educational institutions;
- American Conservation and Youth Service Corps (Subtitle C), supporting summer and year-round youth corps initiatives that engage both in-school and out-of-school youth in community service work;
- National and Community Service Demonstration Models (Subtitle D), which support programs that demonstrate potential models for large-scale national service.

In 1993, the Commission awarded a second round of grants, providing an additional $69 million in grants for programs in 1993-94.

**A First Look at the 1992-93 Programs**

This report examines the programs, participants and outcomes of the first generation of programs funded under the National and Community Service Act of 1990. It is based on aggregate data provided by Commission grantees and their subgrantees at the end of their first year of operation and covers community service activities in Commission-funded programs between July 1, 1992 and June 30, 1993.[2] Approximately 75% of the subgrantees receiving federal funds submitted data in time for this report, representing approximately 60% of the total grant funds awarded for that period. Altogether they report on participants and activities from nearly 1,100 subgrantees.[3]

**Findings for 1992-93: The Broad Scope of Service**

Based on the 1992-93 data, it is clear that the federal investment in community service has resulted in the engagement of substantial numbers of young people and adults in community service and the generation of significant hours of service addressing critical community needs. Key findings include:

- ***Approximately 200,000 young people and adults took part in ongoing community service programs.*** The largest portion of these participants (86%) were school-aged youth in the Serve-America program. An additional 45,000 individuals assisted in the operation of those programs or took part in short-term or one-time community service events as "non-participant volunteers."



*Prepared by Abt Associates Inc. and Brandeis University Center for Human Resources; March 1994*

- ***CNCS-funded programs generated nearly 6 million hours of community service.*** Two subtitles provided most of the direct service hours. Almost half (45%) were provided by Serve-America participants or non-participant volunteers associated with that subtitle. Conservation and Youth Service Corps participants and non-participant volunteers contributed about a third (32%) of the direct service hours.

- ***CNCS-funded programs also involved participants in another 4.2 million hours of non-service activities.*** These activities were generally basic education and/or service learning.

- ***The average hours of direct service per participant varied widely among subtitles, reflecting the fundamental differences among the subtitles in program structure.*** Serve-America participants provided an average of 16 hours of direct service, for example, compared to 39 hours in Higher Education programs and averages of 344 and 507 hours in Service Corps and National Service Demonstration programs respectively.[4]

- ***Community service programs engaged a broad range of individuals, from kindergarten students to senior volunteers, representing a diverse array of racial, ethnic, educational, and economic backgrounds.*** The vast majority of participants were school-aged youth and young adults. 56% were women; 36% were non-white; and 19% were economically disadvantaged.

- ***Community service programs also provided a broad range of services.*** Approximately 40% of service hours were focused on conservation and environmental projects and 22% each on education and human needs. Activities ranged from tutoring to elder care to park maintenance to housing rehabilitation.

- ***Once involved, community service participants tended to stay involved in their programs.*** 94% of all participants were reported to have "satisfactorily completed" their program.

- ***Finally, federal CNCS funds were matched significantly from other sources.*** For every $1.00 of federal CNCS funds invested in local programs, local programs contributed an additional $1.38 from other government and non-government sources.

Perhaps the most striking finding is the diversity of program types, goals, participants, and service activities that is encompassed within the constellation of CNCS-funded programs. Each major subtitle clearly represents a distinct set of programs, each with its own set of goals and priorities. Serve-America involves large numbers of young people, on average a few hours per week, with a strong emphasis on service learning. Higher Education programs involve relatively large numbers of students on a part-time basis with a heavy emphasis on service. The Corps and National Service Demonstration programs share a full-time structure, but differ sharply in participant characteristics and types of service. Within each subtitle, programs differ widely.

While we can (and do) report on community service in the aggregate, this diversity makes generalization dangerous. As we look at the scope of service that is evident in the 1992-93 program data, we also need to look at the different shapes that service can take and to begin evaluating each of the various types of community service programs and experiences on their own terms.

**The Structure of this Report**

The material that follows provides an overview of the basic measures of community service activity, including numbers of participants, hours and type of service, and participant characteristics. Technical notes on the data are found at the end of the report.

## Participants and Non-Participant Volunteers

In 1992-93, over 200,000 young people and adults took part in CNCS-funded community service programs. If estimates for non-reporting programs are added in, it is likely that more than 300,000 men and women participated in federally-sponsored community service during the initial year of program operations.[5] Because we do not have information about the non-reporting programs, in this report we only include data for reporting programs.

The vast majority of the individuals involved in service (197,700) were program participants — young women and men who took part in a program of ongoing community service over an extended period of time.[6] The others (45,142) are characterized as "non-participant volunteers" in the national reporting system. These are individuals who assisted in program operations (working as unpaid crew leaders or mentors, for example) or took part in one-time or short-term events such as one-day community clean-ups or weekend-long "Serve-a-thons."

**Most Participants Were in Serve-America**

The largest of the four subtitles in terms of program participants was the Serve-America initiative. About 170,000 school-aged young people participated in Serve-America programs, representing 86% of all participants in CNCS-funded programs. Over half (54%) of the non-participant volunteers were in Serve-America programs as well. The Service Corps and National Service Demonstration efforts were far smaller (though more intensive, as discussed below). There were 5,321 participants in Conservation and Youth Service Corps programs (3% of the total) and 725 participants, less than 1 percent of the total, in the National Service Demonstration programs. Higher Education programs fell in the middle, with 21,832 participants (11%).

The four subtitles also varied substantially in terms of the numbers of participants in an average program. On average, there were 218 participants per Serve-America subgrantee, 103 for Higher Education, 58 in the Service Corps, and 81 in the National Service Demonstration programs.

**Hours of Service**

The roughly 200,000 participants in community service programs, along with 45,000 non-participant volunteers, provided nearly 6 million hours of direct community service. Program participants were responsible for most of the service hours (5.1 million or 87%); non-participant volunteers accounted for approximately 780,000 hours or 13% of the total.[7]

**More Hours Per Participant in Corps and National Service Demonstrations**

While Serve-America involved the most young people, the Conservation and Youth Service Corps and the National Service Demonstration programs provided the more intensive service experience. Aggregate figures show that Serve-America participants averaged only 16 hours of direct service per participant for the program year; Higher Education participants averaged 39 hours. Service Corps and National Service Demonstration participants, reflecting their full-time involvement, averaged over 344 hours for the Service Corps and 507 hours for the National Service Demonstrations. It is important to note that because these figures are based on year-end aggregate reports, they combine data on both full-time and part-time participants and on participants who were in programs for periods of less than a full year (program dropouts and those that begin in mid-year). Consequently, they understate the number of hours of service for full-time participants in a year-long program.[8]

The four subtitles funded under the National and Community Service Act of 1990 represent four very distinct sets of programs, each with its own goals, target populations and program strategies. All four subtitles appear to have succeeded in engaging young people in service, but they have done so through approaches that differ substantially in program scale and intensity. The data that follow, on service and non-service activities and participant characteristics, further highlight the distinctive character of each of the four major community service initiatives.

## Participants and Direct Service Hours

| Subtitle | Number of Participants | Percent of Total Participants | Total Hours of Participation | Direct Service Hours | Average Hours of Direct Service Per Participant* |
|---|---|---|---|---|---|
| Serve America | 169,822 | 86% | 5,120,030 | 2,143,844 | 16 |
| Higher Education | 21,832 | 11 | 931,378 | 772,016 | 39 |
| Service Corps | 5,321 | 3 | 2,665,650 | 1,812,114 | 344 [8] |
| National Service | 725 | ** | 557,587 | 367,614 | 507 [8] |
| **Overall** | **197,700** | **100** | **9,274,645** | **5,095,588** | **32** |

* Hours of participation per participant were calculated only for those subgrantees reporting both total participants and total direct service hours.

** Less than 1%

## Non-Participant Volunteers

| Subtitle | Total Non-Participant Volunteers | Percent of Total Non-Participant Volunteers | Total Non-Participant Volunteer Hours | Average Hours Per Volunteer* |
|---|---|---|---|---|
| Serve America | 24,096 | 54% | 515,240 | 25 |
| Higher Education | 7,731 | 17 | 92,511 | 16 |
| Service Corps | 1,907 | 4 | 72,015 | 47 |
| National Service | 11,413 | 25 | 103,920 | 10 |
| **Overall** | **45,142** | **100** | **780,658** | **20** |

* Hours of participation per non-participant volunteer were calculated only for those subgrantees reporting both number of volunteers and service hours provided by volunteers.



*Prepared by Abt Associates Inc. and Brandeis University Center for Human Resources; March 1994*

BEST COPY AVAILABLE

## Service Activities

One of the most familiar images of community service is that of the 1930s Civilian Conservation Corps (CCC), which focused much of its effort on conservation and public works. The goal of the National and Community Service Act of 1990, however, was to foster service in a variety of fields, including human services, education, the environment, and public safety.

### A Broad Array of Services

The 1992-93 data indicate that community service programs did provide a broad array of services. Although not all programs reported service hours by type of activity, the 5.1 million hours of service that were reported by type represent a wide range of activities. These activities largely fell into three broad areas:

- Education (tutoring, mentoring, classroom assistance, etc.) — 22% of reported service hours.
- Meeting Human Needs (day care, social services, housing rehabilitation, neighborhood improvements) — 22% of reported hours.
- Conservation and Environment (trail construction, recycling, weatherization, etc.) — 36% of reported hours.

Of the areas specifically mentioned in the 1990 legislation, only Public Safety (2%) garnered relatively little attention.

Across all categories of service, there was a wide range of accomplishments. (See pages 8 and 9 for a representative list of accomplishments by programs in the Service Corps and National Service Demonstrations.)

### Differing Emphases on Education and the Environment

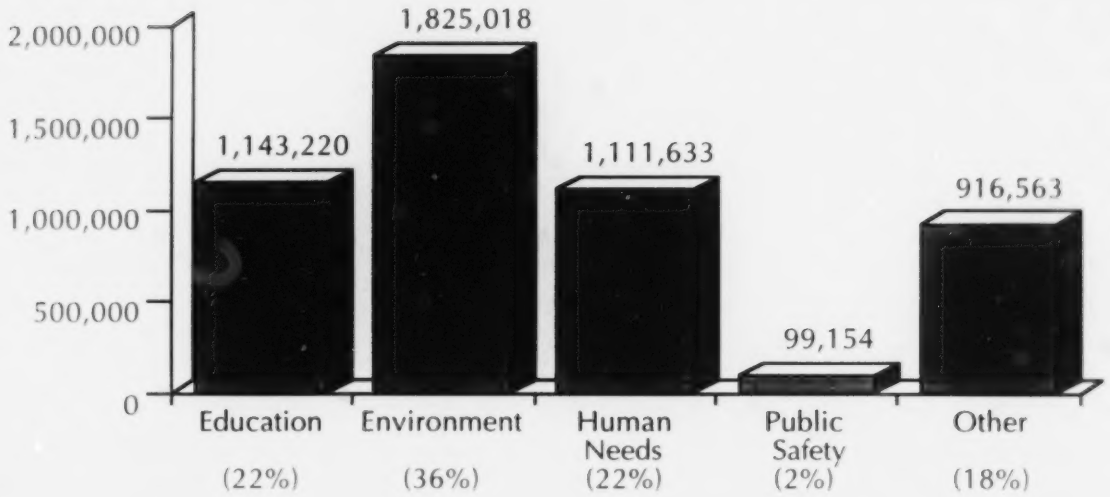
As with participant numbers and hours, there were variations among subtitles in the focus of service activities. Each subtitle addressed the major service areas, but each had its own areas of emphasis.

The clearest difference among the subtitles was in the relative emphasis on education and environmental projects. Not surprisingly, the Conservation and Youth Service Corps, which inherited the CCC tradition, focused most heavily on conservation and environmental activities. Over half of the Corps' hours were spent in this area compared with 7% on education-related service. Altogether, the Service Corps programs were responsible for 56% of all the service hours devoted to conservation and the environment.

The other subtitles focus less on the environment and place a relatively greater emphasis on education-related service. Over 40% of the service hours in the Higher Education programs and National Service Demonstration programs, and 23% of the service hours in Serve-America, were devoted to education-related activities and 22-25% to conservation and the environment. In all four subtitles, a substantial portion of the service activities (between 18% and 25% of the service hours) were directed towards meeting human needs. A quarter of the Serve-America service hours were also spent performing "other" types of services, such as neighborhood surveys, special events, and public relations activities.

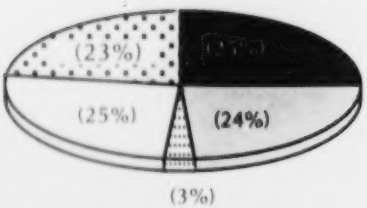
The degree to which community service has spread beyond the traditional boundaries of park improvement and public works is striking. The definition of community service has expanded to encompass education and the delivery of human services, including child care, elder care, health services and the like.[9]

## Total Direct Service Hours, by Service Activity (All Subtitles)

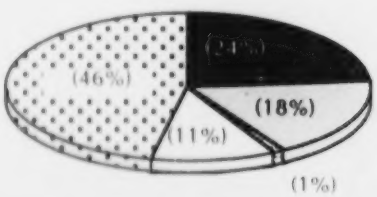



(Total Direct Service Hours for All Subtitles = 5,095,588)

## Allocation of Direct Service Activities (Percent of Hours)

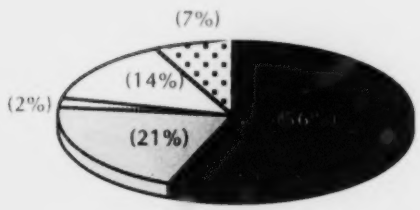



**Serve America**
*(Total Hours=2,143,844)*

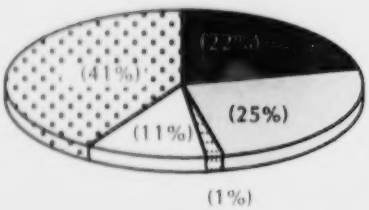



**Higher Education**
*(Total Hours=772,016)*

Education
Environment
Human Needs
Public Safety
Other




**Service Corps**
*(Total Hours=1,812,114)*




**National Service**
*(Total Hours=367,614)*

*Prepared by Abt Associates Inc. and Brandeis University Center for Human Resources; March 1994*

## Representative Service Accomplishments
## Subtitle C: Youth and Conservation Corps[10]

Meeting Human Needs Service Area

- Corps members helped serve 106 families by sorting food for a food pantry over a five week period.
- Corps members serving in a nursing home and senior center assisted 100 elderly people with daily chores.
- One hundred families were served at food banks as a result of a food drive organized by a service corps.
- Corps members provided after school child care for 30 families over a five month period.
- Three corps members accompanied 5 senior citizens on errands and assisted them with household chores.
- Corps members provided occupational therapy for two developmentally disabled children, and served as job coaches for 10 developmentally disabled adults.

Education Service Area

- Five corps members from an urban service corps spent 8 hours per week tutoring and mentoring 60 children enrolled in a public housing after school program.
- Two corps members served as full-time teachers' aides at a middle school.
- A crew of corps members developed an environmental awareness presentation for elementary schools. Approximately 1,200 first through fourth graders saw the two, 45-minute interactive plays performed by corps members. Activities also included games and songs to go along with the plays.
- Corps members provided environmental education on watershed issues to 8 landowners as part of a watershed maintenance project.
- Corps members worked with 50-100 at-risk secondary school students in a tutoring program. Activities included developing a youth service team, organizing intramural sports tournaments, establishing a student art gallery, and supervising a Saturday open gym program.

Public Safety Service Area

- Corps members publicized and helped to staff a free fingerprinting event at a local fair. During the 10-day event, over 3,000 children were fingerprinted with the help of 25 corps members.
- Working with a local police department, corps members provided education on household security, including installing secure locks for community residents.

Conservation and Environment Service Area

- Corps members in urban corps completed weatherization of 112 housing units occupied by low income homeowners and renters. Following an energy audit, weatherization could include replacing or repairing windows; repairing roofs; testing, repairing or replacing boilers; and/or installing insulation.
- Corps members refurbished 3 campsites, painted 3 buildings, performed maintenance on 3 helicopter pads, assembled 27 picnic tables, and built 2 outdoor toilets for a state forest service.
- Working for a county soil and conservation district, corps members repaired and reconstructed a stone wall and landscaped a city park; cleared 2 miles of trail for a nature/exercise trail in an historic wildlife area; and removed 11,200 square feet of lake bottom in a dredging project to prevent bacterial growth.
- An urban service corps crew cleaned and painted 2 park buildings and removed litter from the park in a 3-week project.
- Corps members constructed a pavilion at a community college, installed beach fencing for erosion control, and renovated a park ranger office.

12

## Representative Service Accomplishments
## Subtitle D: National Service Demonstration Models[11]

Meeting Human Needs Service Area

- A senior corps member coordinated activities at a senior center. Over 200 people attended the holiday party she organized, and 79 4-year olds were paired with "grandfathers" as a result of her efforts. She also ran a well-attended exercise class and organized a garden club. Because the senior center receives funding partly based on the number of people who use the center, the corps member's ability to bring in new people helped bring additional funding to the center.
- Serving as a volunteer coordinator for a college campus, one corps member developed a data base of 125 student volunteers, assisted 10 to 15 students per semester to find service placements, and organized an "Empty Bowl" event attended by 50 people to raise funds for homeless programs.
- Two corps members recruited 60 new volunteers to support local Red Cross activities. These volunteers have helped families with blood services, health education and/or disaster relief.
- Two corps members developed a volunteer-run Fetal Alcohol Syndrome prevention campaign. Thirty volunteers were recruited to educate at-risk community residents about the causes, effects and prevention of FAS.
- A participant recruited 30 new mentors for troubled teens in foster care.
- A participant publicized the transportation services offered by a social service agency to other area service providers. As a result of the corps members efforts, ridership increased by about 9 trips per week.
- A participant recruited new volunteers to support a food pantry. The volunteers have logged in over 1,600 hours of service. The corps member also computerized the food bank's records and has coordinated fundraising and oversight for renovations at a new facility.

Education Service Area

- A participant assisted in preparation and instruction for two classes for at-risk children in the Cities in Schools program. She has also organized four field trips to area businesses and museums.
- Three corps members each worked with approximately 15 at-risk third and fourth graders who were not achieving at grade level in three urban elementary schools. The corps members provided daily one-on-one help with class work.
- Two corps members provided one-on-one assistance to approximately 10 sixth and seventh grade special needs students. One developed computerized skills tests the students could use to test their progress. The other corps member provided tutoring and emotional support to the students.

Public Safety Service Area

- Corps members developed and supervised a 15-member volunteer "parkwatch" to patrol a local park.
- Two corps members developed a 45-minute hurricane preparedness presentation for school and community groups in a coastal area.

Conservation and Environment Service Area

- Corps members initiated and managed the restoration of a park gazebo. Forty-five student volunteers from two local schools were also recruited to work on the project as non-participant volunteers.
- Two crews of corps members restored an historic Quaker meeting house and a general store for a local historical society.
- A participant secured $50,000 in grants for tree planting and clean-up following a hurricane in a coastal area.
- Corps members participated in the organization of a 20-member volunteer mountain bike unit to educate and assist bikers in a local park.



BEST COPY AVAILABLE

## Non-Service Activities

"Non-Service Activities" — those education and developmental activities aimed at program participants (*as opposed to* services provided to beneficiaries) — form an important part of the program agenda in each community service subtitle. The emphasis on supplementing service with education and other non-service activities is strongest in the Serve-America program, whose explicit mission is to promote the integration of service into schooling and the use of service learning to strengthen academic achievement. But each of the other subtitles also has substantial non-service goals. Many Higher Education programs are driven by a service learning philosophy, and most of the Service Corps and National Service Demonstration programs require the provision of educational services for participants who have not graduated from high school.

**Linking Education and Service**

It is not surprising, then, that the 1992-93 programs report that a substantial portion of their participants' hours are spent in activities other than direct service -- approximately 4.2 million hours overall -- and that those activities are generally education-related.

The largest percentage of non-service hours was found in the Serve-America programs, where 58% of the reported participant hours were for non-service activities. That relatively high percentage reflects the integration of community service into the school day and traditional academic classes. Over half of the Serve-America programs reported integrating service into their school curriculum, either as stand-alone courses or by integrating service activities into the teaching of traditional subjects such as math, biology, or social studies. In those instances, students may spend a substantial portion of their time doing classwork related to their service (researching community needs, writing reports on topics related to their service, etc.). The reported data reflect this mix of school-time and service time: over three quarters of the non-service hours reported by Serve-America programs were for "other classroom-related activities."[12]

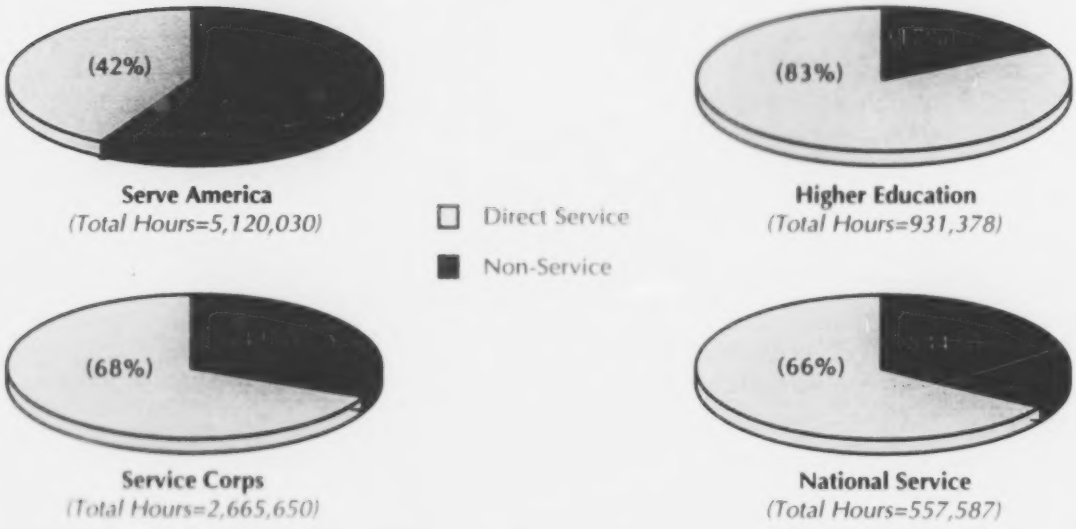
The percentage of time spent on non-service activities was substantially less in the other subtitles (ranging from 17% in Higher Education programs to 34% in the National Service Demonstration efforts), but the emphasis on educational activities was consistent throughout. In Higher Education programs, which often had a goal of integrating service into the college curriculum, 69% of the non-service activities were in "other classroom-related activities," which included class discussions, service and class-related research papers, journal writing and other forms of academic work and/or reflection.

Programs in Subtitles C and D emphasized basic education and service learning, including reflection activities as well as basic literacy education. In the Service Corps programs, which focused on out-of-school youth, 46% of the non-service hours were devoted to basic education, with another 30% of the time allocated to life skills and occupational skills education. The National Service Demonstration programs tended to have a higher proportion of high school graduates. There, most non-service hours were focused on service learning (reflection, leadership skills, etc.). "Other Non-Service Activities" also represented approximately one fifth (21%) of the non-service hours among National Service participants. Those hours included time spent serving on committees and participating in short-term events (such as Serve-a-thons).[13]

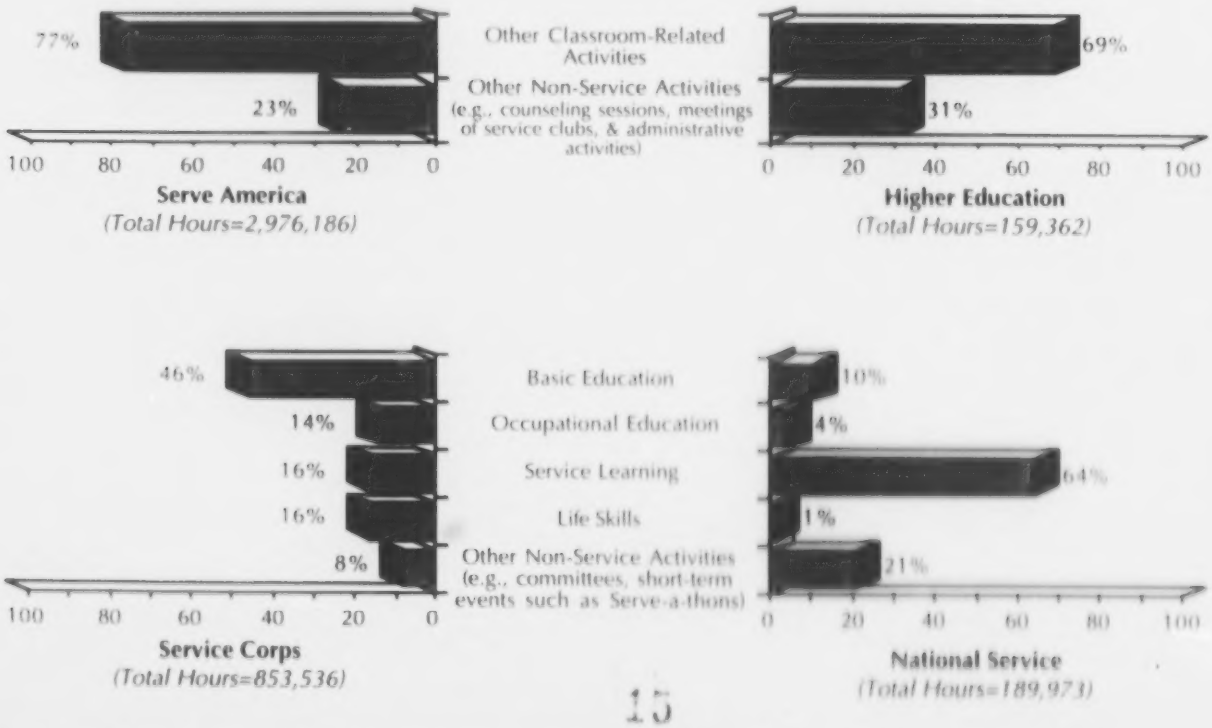
**More than Direct Service**

In all four subtitles, it is clear that community service programs mean more than simply organizing the delivery of direct service. In each, there is a substantial investment of time and effort in basic education and/or service learning, reflecting the broad commitment to service not only as a means of getting things done, but as an educational and developmental opportunity.

## Allocation of Direct Service and Non-Service Hours




## Allocation of Non-Service Hours by Type






*Prepared by Abt Associates Inc. and Brandeis University Center for Human Resources, March 1994*



BEST COPY AVAILABL

## Participant Characteristics: Race/Ethnicity

One of the major goals of community service has been to promote tolerance of diversity by bringing together young people from different racial, ethnic, and socioeconomic backgrounds and providing an opportunity for daily interaction. In that regard, both Congress and the Commission on National and Community Service placed substantial emphasis on achieving diversity within CNCS-sponsored community service programs.

**Aggregate Diversity Goals Met**

Overall, the aggregate data from the first year reports suggest that the broad diversity goals of the Act have been met, with 36% minority representation (21% African-American, 11% Hispanic, 4% Other). In the two in-school subtitles (B1 and B2), the representation of African-American youth and Hispanic youth in community service programs is at or above the level for the school population at large. In the Service Corps and National Service Demonstration programs, where diversity has been a priority for the Commission, 1992-93 data also show a substantial minority enrollment. In the Service Corps, which are aimed at young, out-of-school youth, non-white young people comprise nearly 70% of all program participants. In the National Service Demonstrations, the figure is 56%. Both figures are well above the 20% of the population at large that is non-white.[14]

**Limited Diversity at the Program Level**

While the aggregate enrollment figures for each subtitle and for the CNCS-funded programs as a whole indicate a relatively high degree of diversity, the level of diversity at the individual program or subgrantee level is much more limited. In three of the four subtitles (Serve-America, Higher Education, and the Service Corps), well over half the subgrantees (56-62%) reported serving an ethnically homogenous group of participants (i.e., 75% or more of their participants were from a single racial/ethnic group). Only a quarter of the subgrantees reported substantial representation among their participants (i.e., 25% or more of participants) from two or more racial or ethnic groups.

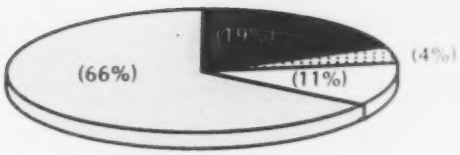
**More Diversity in National Service Demonstrations**

The one exception to the relative lack of diversity at the program level is the National Service Demonstration programs, which were substantially more diverse at the subgrantee level than any of the other subtitles. Of the six National Service Demonstrations that provided 1992-93 data, only one reported 75% or more of its participants from a single ethnic group. Two thirds of the programs in this subtitle reported a substantial proportion of their participants from two or more racial or ethnic groups.

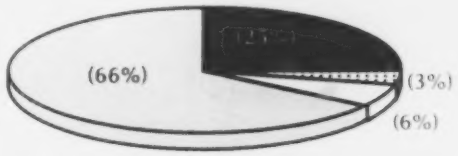
One reason for the greater diversity within the National Service Demonstration programs might be their broader geographic coverage. Most of the National Service Demonstrations recruit and operate on a statewide and even regional basis, making it possible to draw on a far more diverse group of potential participants.

These findings suggest that while diversity within programs remains a goal, diversity is achieved more often from contacts with those being served than in working alongside others with a different racial or ethnic background.

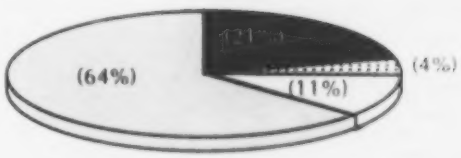
## Participant Characteristics: Race/Ethnicity




**Serve America**
*(Total Participants=135,953)*

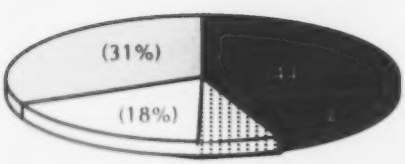



**Higher Education**
*(Total Participants=16,360)*

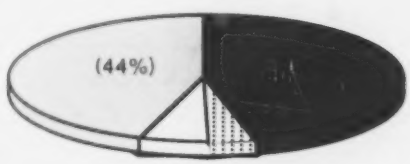



**Overall**
*(Total Participants=158,326)*

- African-American
- Other*
- Hispanic
- White




**Service Corps**
*(Total Participants=5,299)*




**National Service**
*(Total Participants=714)*

* Other Includes: Asian/Pacific Islander and American Indian/Alaskan native

## Programs with Ethnically Diverse Participants

| Subtitle | Number of Programs | Percent of Programs with Two or More Ethnic Groups Represented by at Least 25% of Participants | Percent of Programs with 75% or More Participants in a Single Ethnic Group |
|---|---|---|---|
| Serve America | 667 | 25% | 61% |
| Higher Education | 165 | 25 | 62 |
| Service Corps | 86 | 24 | 56 |
| National Service | 6 | 67 | 17 |

*Prepared by Abt Associates Inc. and Brandeis University Center for Human Resources; March 1994*

BEST COPY AVAILABLE

## Participant Characteristics: Age, Gender, School Status and Level of Education

**Age and Gender**

Overall, the vast majority of participants are young (84% are age 17 and under, reflecting the large number of Serve-America participants), and a substantial majority are female (56%). Within this overall distribution, however, each subtitle focuses on a distinctive target group of participants:

- The youngest participants are in Serve-America. Nearly all are school-aged youth (only 5% over 18 years of age), and nearly two-thirds (over 97,000) are elementary and middle school-aged youth.

- The vast majority of Higher Education participants (78%) are between the ages of 18 and 25 — what one might think of as "college-aged." Approximately 13% of Higher Education participants are older (age 26 and older), possibly reflecting the involvement of graduate students, mid-career students, or faculty as program participants.

- The Conservation and Youth Service Corps participants are largely in their late teens and early twenties (79%). The Corps stand out as the only set of programs that are predominantly male (64%).

- Participants in the National Service Demonstration programs are predominantly female (61%) and tend to be older than those in other subtitles: 36% are age 26 and older, of which 10% are senior citizens.

**School Status and Level of Education**

The four subtitles are also distinguished by the degree to which they target in-school or out-of-school participants and the level of education of their participants at program entry.

The Serve-America programs and, by definition, the Higher Education initiatives are targeted to in-school students. Nearly all (98%) of the Serve-America participants, and all of the Higher Education participants, are in-school youth, reflecting the school-based and service learning orientation of those subtitles. Of the students in Serve-America, participants are relatively evenly divided among elementary, middle, and high school aged youth.[15]

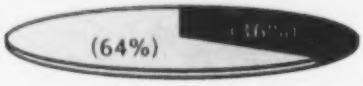
Conservation and Service Corps program participants are almost entirely out-of-school youth (89%), mostly school dropouts. Over 65% of the Corps participants did not have a high school diploma at program enrollment (though some may still be in school), and only 5% report any post-high school education. These characteristics help to explain the strong emphasis on basic and remedial education and other life skills in the Corps non-service activities.

Finally, while nearly all are out-of-school, the National Service Demonstration program participants represent a relatively well-educated group of participants. Over 85% of the National Service Demonstration program participants are high school graduates, and almost half (47%) report at least some post-high school education.

## Participant Characteristics: Gender

**Overall**
*(Total Participants=146,504)*

**Serve America**
*(Total Participants=121,788)*



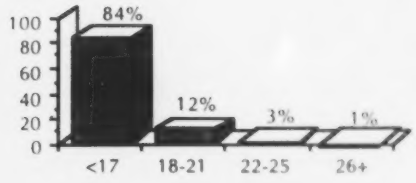

**Higher Education**
*(Total Participants=18,853)*

**Service Corps**
*(Total Participants=5,149)*

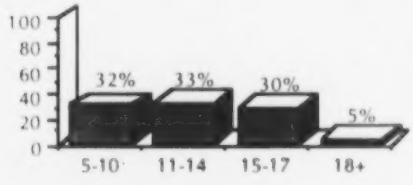
**National Service**
*(Total Participants=714)*

Male
Female

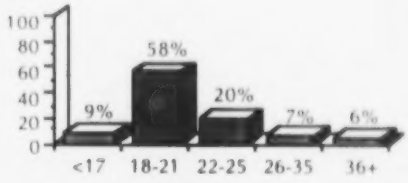
## Participant Characteristics: Age



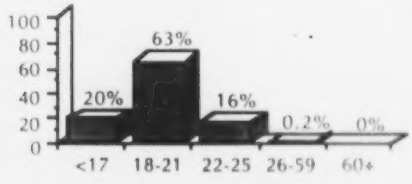

**Overall**
*(Total Participants=172,988)*



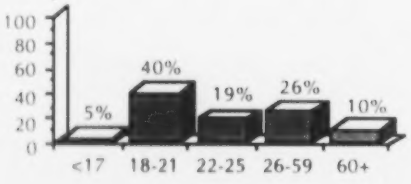

**Serve America**
*(Total Participants=150,520)*




**Higher Education**
*(Total Participants=16,459)*

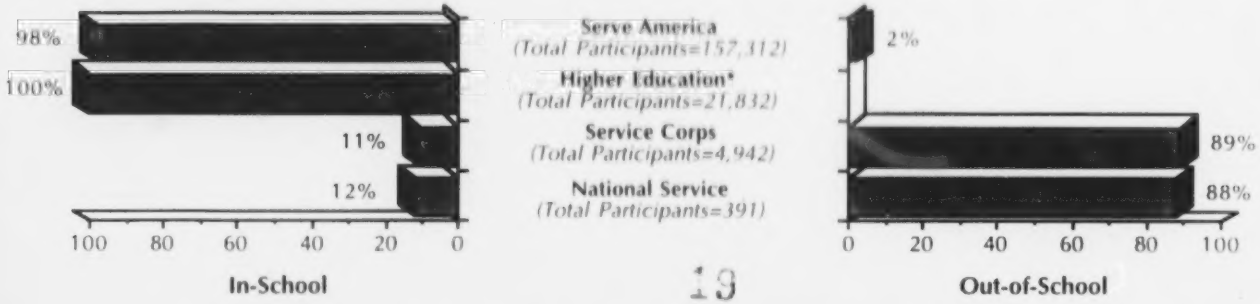



**Service Corps**
*(Total Participants=5,295)*




**National Service**
*(Total Participants=714)*

## Participant Characteristics: School Status




*By definition, all Higher Education participants are enrolled in school.

*Prepared by Abt Associates Inc. and Brandeis University Center for Human Resources; March 1994*

BEST COPY AVAILABL

## Other Participant Characteristics

Programs in the four community service subtitles also differ in the degree to which special and/or disadvantaged populations are represented among their participants. The Conservation and Youth Service Corps programs stand out in targeting a substantially more disadvantaged population than programs in any other subtitle. Nearly 70% of Service Corps participants were economically disadvantaged, 55% were educationally disadvantaged, 17% were single parents, and 26% received welfare.[16]

Other findings include:

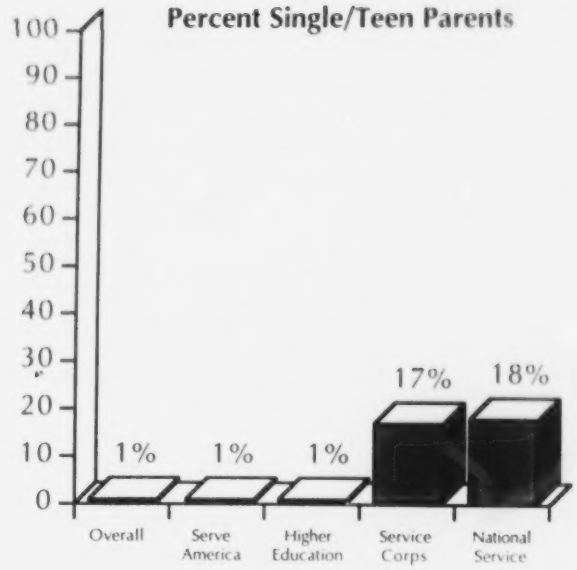
- Economically disadvantaged individuals participated in service roughly in proportion to their presence in the population. Overall, approximately 19% of all community service participants were economically disadvantaged — a figure that is comparable to that for all U.S. residents age 18 and under.[17]

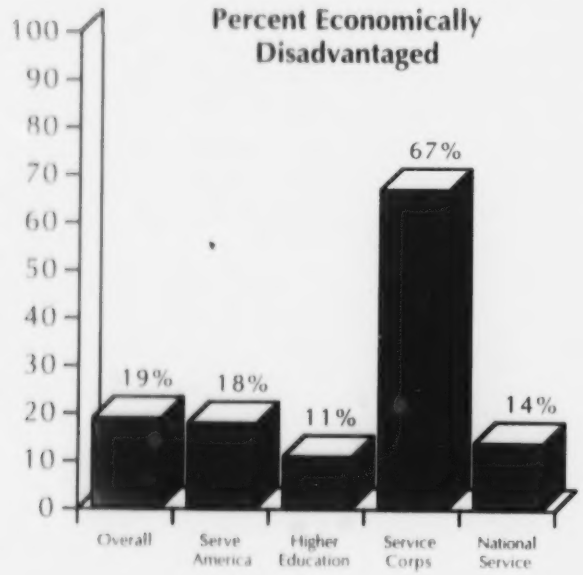
- Less than 12% of community service participants were educationally disadvantaged. While a relatively high proportion of Service Corps and National Service Demonstration participants were reported as educationally disadvantaged, the Serve America figure (11%) is substantially below the national estimates for school-aged youth. Not surprisingly, the figures for the Higher Education Innovation Projects were the lowest (5%) of all the subtitles.[18]

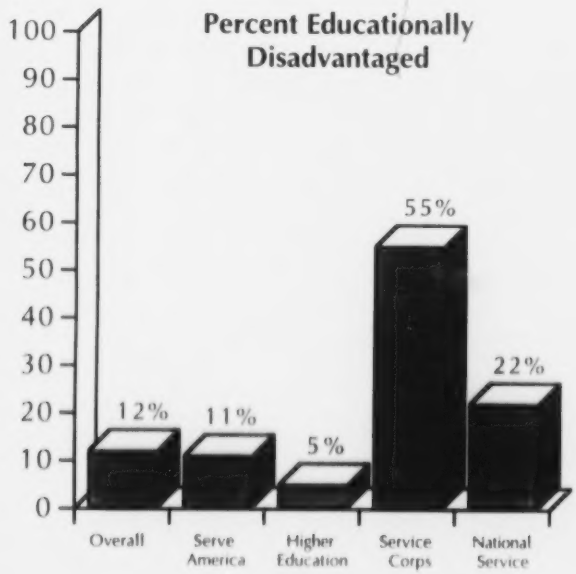
- Service Corps and National Service Demonstration participants also included substantial numbers of single parents and welfare recipients. There were relatively few single parents reported in Serve-America and the Higher Education programs (approximately 1% of all participants). Welfare status was not reported for those two subtitles.

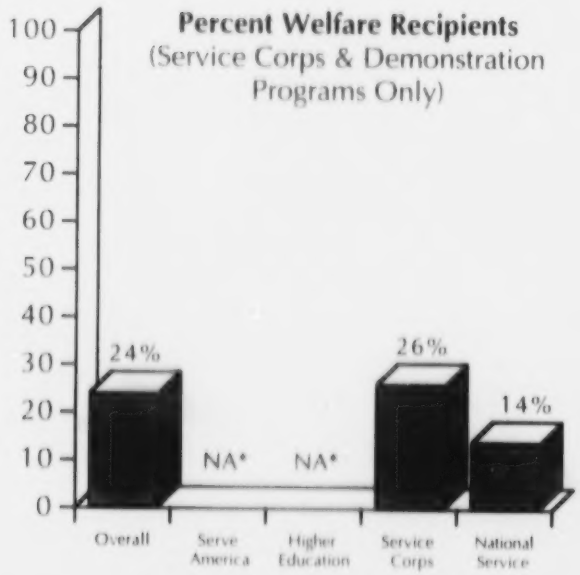
- Homeless youth represented a small proportion of community service participants, with fewer than 400 homeless participants across all four subtitles.

# Other Participant Characteristics




* NA=Not Available

Overall: Total Participants=197,700
Serve America: Total Participants=169,822
Higher Education: Total Participants=21,832
Service Corps: Total Participants=5,321
National Service: Total Participants=725

BEST COPY AVAILABLE

*Prepared by Abt Associates Inc. and Brandeis University Center for Human Resources; March 1994*

## Funding

The final category in which both the scale and diversity of community service activity is evident is the use of resources. The 1992 grants to the first generation of community service programs totaled approximately $64 million dollars. According to the first year reports, for every $1.00 in CNCS funds, local programs raised an additional $1.38 in other government and non-government funds, leading to total estimated funding of $152 million in public and private dollars for community service.[19]

**Funding Levels**

The four subtitles represent program designs that differ sharply in terms of structure and intensity. These differences are reflected in the data on program funding.

- The Serve-America programs are the smallest programs in terms of average program funding ($25,640 per subgrantee) and have the lowest cost per participant ($113). Higher Education programs also involve relatively few resources: the average Higher Education subgrantee had a total budget of $47,528 and an average cost per participant of $451. In both instances, these relatively low costs reflect the part-time, relatively low intensity structure of the programs, as well as the absence of stipends and educational awards for participants.

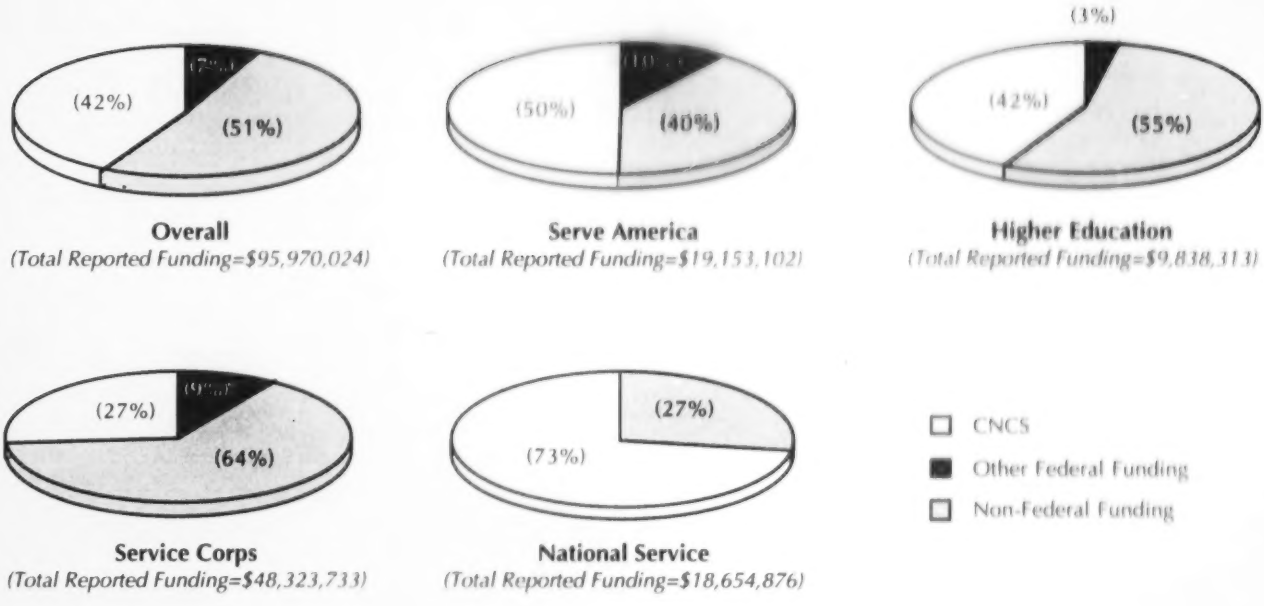
- The Service Corps and National Service Demonstration programs, in contrast, involve substantial resources, reflecting their more intensive, full-time and, in some cases, residential character. The average funding for the Service Corps programs was $555,445, and the average for the National Service Demonstrations was over $3.1 million. Costs per participant in these programs were estimated at $9,082 for the Service Corps and $22,539 for the National Service Demonstrations.[20] These figures are comparable to those of other conservation and service corps programs and to those of the Job Corps, which provides a similarly intensive program experience.

The data on program funding must be treated with caution. In many cases programs reported on their grant awards rather than actual expenditures (and some grants covered a longer period than the first program year). Because many programs did not expend their full grant award during the period covered by this report, these figures cannot be viewed as the cost of the activities reported here. For this reason, we do not show cost per hour of service. More detailed information on program costs based on in-depth studies of selected programs will be included in future evaluation reports.

**Funding Sources**

The four subtitles also differed in the degree to which their activities were funded through their CNCS grant. On average, CNCS grants provided 42% of the funds used for community service. The proportion of total funding from CNCS grants was smallest for the Conservation and Youth Service Corps (27%), where many of the programs were well-established organizations with existing sources of funding. CNCS funds played the largest role in the National Service Demonstrations (73% of total funding). In most cases (Boston's City Year was the exception), these were new start-up programs without previous outside funding. The Serve-America and Higher Education subtitles fell in between, with 40% to 50% of their funding from CNCS.

## Reported Program Funding by Source




## Average Funding Per Program

| Subtitle | Funding | | |
|---|---|---|---|
| | Average Funding Total | Average CNCS Funding | Percent CNCS |
| Serve America | $25,640 | $12,792 | 50% |
| Higher Education | 47,528 | 20,042 | 42 |
| Service Corps | 555,445 | 148,976 | 27 |
| National Service | 3,109,146 | 2,276,521 | 73 |



*Prepared by Abt Associates Inc. and Brandeis University Center for Human Resources; March 1994*

## Program Completion

While the numbers of participants, service hours, and participant characteristics are important measures of the scope of service, data on program completion rates provide an important first indication of program effectiveness. The 1992-93 data show that once in a community service program, the vast majority of participants tended to stay involved until their term of service (or the program) was completed. Of the participants who ended participation in a program, 94% were reported as having "satisfactorily completed" program participation.[21]

The figures for satisfactory completion are highest for the Subtitle B programs, Serve-America (94%) and the Higher Education Innovation Projects (96%). Their relatively high levels of persistence for participants may reflect the organizational context of these programs (which are often a school or college course), the fact that they serve a relatively stable in-school population, or the limited demands that these part-time programs place on participants.

The satisfactory completion level of 81% for the National Service Demonstration programs is also relatively high, particularly for a full-time program. This figure may reflect a high level of program quality or the commitment of the national service volunteers. It may also be influenced by the way that this particular statistic was collected and counted (programs differed, for example, on when a participant was considered formally enrolled).

The lowest completion rate (43%) was found in the Conservation and Youth Service Corps programs -- roughly half those of the other subtitles. This figure is consistent with studies of other youth corps efforts, which have found relatively high participant dropout rates, particularly in the first months of program participation.[22] In the end, the higher dropout rates likely reflect several factors, including the challenging nature of the work of the Corps programs, the fact that substantial numbers of Corps members leave for other jobs or school in mid-program (nearly 44% of those ending participation early), and the strict rules and requirements governing participant behavior on and off the job while in the Corps (approximately 30% of Corps members who left early were expelled).[23] The "positive" termination rate for Corps members, including those who left for employment or to return to school, as well as those satisfactorily completing the program, was 68%.

## Percentage of Participants Satisfactorily Completing Program

| Subtitle | Total Ended Participation | Percent Ended Satisfactorily* |
|---|---|---|
| Serve America | 153,340 | 94% |
| Higher Education | 18,615 | 96 |
| Service Corps | 3,146 | 43 |
| National Service | 447 | 81 |
| **Overall** | **175,548** | **94** |

* Calculated for subgrantees reporting information for both ended participation and satisfactory completion.

BEST COPY AVAILABLE

## Summary

The data from the 1992-93 program year demonstrate a solid start for the first generation of programs funded under the 1990 National and Community Service Act. In a relatively short period of time, nearly 2,000 local programs have been brought into operation and over 200,000 volunteers have become engaged in a wide variety of service activities. Although not all programs provided complete data on beneficiaries, those that did provided over 6 million hours of service to almost 600,000 beneficiaries. Community service programs have engaged a diverse population of young people and adults, spanning age groups, racial and ethnic lines, and income levels. CNCS funds have also leveraged substantial additional dollars, generating an additional $1.38 in matching resources for every $1.00 in CNCS funds.

The 1992-93 data also serve to reveal the contours of the community service effort and the diversity of approaches that are taken. On the subtitle level, a number of key differences begin to come into focus that can be used to inform policy decisions and shape future strategy:

- The Serve-America program serving school-aged youth stands as the largest of the subtitles in terms of overall scope of effort and the lowest in terms of funding levels. 85% of those individuals who become involved in community service through CNCS initiatives do so through Serve-America. Serve-America participants reflect the broader school-aged population in terms of demographic characteristics, but spend a relatively small amount of time every week directly engaged in service.

- The Conservation and Youth Service Corps provides a relatively intensive service experience aimed both at providing concrete services to the community and at building the basic skills of its participants. Conservation and Youth Service Corps participants are relatively few in number (there are 32 Serve-America participants for every Youth Corps member). But Corps members are the most diverse and disadvantaged of the CNCS program participants, with a relatively high percentage of minorities, welfare recipients, and school dropouts among them.

- The Higher Education Innovation Projects share the relatively large numbers, low funding levels, and limited service hours of the school-based programs, but place a much stronger emphasis on direct service, while Serve-America emphasizes service learning.

- The National Service Demonstration programs share many of the structural features of the Service Corps, but their participants represent a very different target population. National Service participants are older and far less disadvantaged than those in the Corps. There is also much less emphasis on basic, occupational, and life skills development for participants than is the case in the Corps and more of a focus on service learning. Like the Higher Education programs, the National Service Demonstrations appear to be the programs that attract high school graduates and post-graduates, while the other two subtitles serve a younger, less educated population.

This report has provided a broad overview of service programs in their first year of CNCS funding. Subsequent evaluation reports will include a more in-depth study (currently in progress) of selected programs in each subtitle based on site visits, participant surveys, and studies of service activities and outcomes. In future reports, we will explore key program features in detail, provide estimates of the value of the community services provided, and identify the effects of participation on individuals in the service programs.

# Appendix A. Characteristics of Service Corps & National Service Demonstration Participants -- Preliminary Second Year Data

This appendix contains preliminary tabulations of data on participant characteristics from the Evaluation Information System (EIS) Enrollment Forms completed by second year participants in Service Corps and National Service Demonstration Programs (i.e., those who were enrolled after June 30, 1993). Exhibit A.1 shows reasons for joining the program, by age of participant. Exhibits A.2-A.6 show the annual household income, race/ethnicity, age, gender, and level of education of participants at program entry, separately for full-time and part-time participants and for all participants. Each exhibit shows separate distributions for Service Corps and National Service Demonstrations, as well as the combined distribution.

The reader should bear in mind that these are preliminary tabulations based on very incomplete data, and are therefore subject to change as more Enrollment Forms are received. It is also important to note that the second year participants described in this appendix are a different set of individuals than the first year participants described in the text of this report.

Exhibit A.1

## Reason for Joining, by Age

### Service Corps

| Reason for Joining | Age Group | | | | | |
|---|---|---|---|---|---|---|
| | 17 or Less | 18-21 | 22-25 | 26-59 | Over 60 | Total |
| • To help other people/Do community service | 17% | 12% | 11% | 29% | 0% | 14% |
| • To get training/Learn job skills | 15 | 31 | 35 | 29 | 0 | 27 |
| • To get job | 33 | 15 | 17 | 29 | 0 | 20 |
| • To get funding for education/Financial incentive | 5 | 14 | 13 | 0 | 0 | 11 |
| • To get a GED/Remedial education | 17 | 20 | 19 | 14 | 0 | 19 |
| • Friends have joined/Wanted to make new friends | 3 | 3 | 1 | 0 | 0 | 3 |
| • Referred by JTPA, probation, other program | 2 | 2 | 2 | 0 | 0 | 2 |
| • Other | 8 | 3 | 2 | 0 | 0 | 4 |
| **Reported Number of Participants** | **403** | **837** | **202** | **7** | **0** | **1,449** |

### National Service Demonstrations

| Reason for Joining | Age Group | | | | | | |
|---|---|---|---|---|---|---|---|
| | 17 or Less | 18-21 | 22-25 | 26-35 | 36-59 | Over 60 | Total |
| • To help other people/Do community service | 45% | 58% | 51% | 66% | 79% | 80% | 62% |
| • To get training/Learn job skills | 9 | 9 | 12 | 9 | 5 | 0 | 9 |
| • To get job | 0 | 1 | 4 | 4 | 1 | 2 | 2 |
| • To get funding for education/Financial incentive | 8 | 17 | 19 | 15 | 8 | 0 | 14 |
| • To get a GED/Remedial education | 17 | 4 | 6 | 1 | 1 | 2 | 4 |
| • Friends have joined/Wanted to make new friends | 7 | 4 | 1 | 0 | 0 | 4 | 2 |
| • Referred by JTPA, probation, other program | 0 | 1 | 1 | 0 | 0 | 5 | 1 |
| • Other | 14 | 6 | 4 | 5 | 4 | 7 | 6 |
| **Reported Number of Participants** | **44** | **297** | **175** | **125** | **117** | **68** | **826** |

### Combined

| Reason for Joining | Age Group | | | | | |
|---|---|---|---|---|---|---|
| | 17 or Less | 18-21 | 22-25 | 26-59* | Over 60 | Total |
| • To help other people/Do community service | 20% | 24% | 30% | 71% | 80% | 31% |
| • To get training/Learn job skills | 14 | 25 | 24 | 8 | 0 | 20 |
| • To get job | 30 | 12 | 11 | 4 | 1 | 14 |
| • To get funding for education/Financial incentive | 5 | 15 | 16 | 12 | 0 | 12 |
| • To get a GED/Remedial education | 17 | 15 | 13 | 1 | 2 | 13 |
| • Friends have joined/Wanted to make new friends | 3 | 3 | 1 | 0 | 4 | 3 |
| • Referred by JTPA, probation, other program | 2 | 2 | 2 | 0 | 4 | 2 |
| • Other | 9 | 4 | 3 | 4 | 7 | 5 |
| **Reported Number of Participants** | **447** | **1,134** | **377** | **249** | **68** | **2,275** |

*Totals may not add up to 100% due to rounding.



BEST COPY AVAILABLE

## Exhibit A.2
## Annual Household Income, by Full-Time or Part-Time Participation

### Service Corps

| Income | Full-Time Participants | Part-Time Participants | All Participants |
|---|---|---|---|
| • $0-5,000 | 32% | 52% | 33% |
| • $5,001-10,000 | 15 | 14 | 15 |
| • $10,001-15,000 | 14 | 8 | 13 |
| • $15,001-20,000 | 8 | 11 | 9 |
| • $20,001-25,000 | 9 | 4 | 8 |
| • $25,001-35,000 | 9 | 6 | 9 |
| • $35,001-50,000 | 8 | 3 | 8 |
| • Over $50,000 | 5 | 2 | 5 |
| **Reported Number of Participants** | **1,095** | **85** | **1,180** |

*Less than 1 percent.

### National Service Demonstrations

| Income | Full-Time Participants | Part-Time Participants | All Participants |
|---|---|---|---|
| • $0-5,000 | 23% | 23% | 23% |
| • $5,001-10,000 | 16 | 21 | 17 |
| • $10,001-15,000 | 12 | 14 | 12 |
| • $15,001-20,000 | 9 | 12 | 9 |
| • $20,001-25,000 | 6 | 5 | 6 |
| • $25,001-35,000 | 9 | 10 | 9 |
| • $35,001-50,000 | 9 | 8 | 9 |
| • Over $50,000 | 16 | 7 | 15 |
| **Reported Number of Participants** | **656** | **148** | **804** |

### Combined

| Income | Full-Time Participants | Part-Time Participants | All Participants |
|---|---|---|---|
| • $0-5,000 | 28% | 34% | 29% |
| • $5,001-10,000 | 16 | 18 | 16 |
| • $10,001-15,000 | 13 | 12 | 13 |
| • $15,001-20,000 | 8 | 11 | 9 |
| • $20,001-25,000 | 8 | 5 | 7 |
| • $25,001-35,000 | 9 | 9 | 9 |
| • $35,001-50,000 | 8 | 6 | 8 |
| • Over $50,000 | 10 | 5 | 9 |
| **Reported Number of Participants** | **1,751** | **233** | **1,984** |

23

*Prepared by Abt Associates Inc. and Brandeis University Center for Human Resources, March 1994*

Exhibit A.3

## Race/Ethnicity, by Full-Time or Part-Time Participation

### Service Corps

| Race/Ethnicity | Full-Time Participants | Part-Time Participants | All Participants |
|---|---|---|---|
| • White | 38% | 12% | 36% |
| • African American | 38 | 62 | 39 |
| • Hispanic | 15 | 23 | 16 |
| • Asian/Pacific Islander | 3 | 2 | 3 |
| • American Indian/Alaskan Native | 4 | 1 | 4 |
| • Other | 2 | 0 | 2 |
| • Multi-racial | * | 0 | * |
| **Reported Number of Participants** | **1,214** | **95** | **1,309** |

*Less than 1 percent.

### National Service Demonstrations

| Race/Ethnicity | Full-Time Participants | Part-Time Participants | All Participants |
|---|---|---|---|
| • White | 39% | 39% | 39% |
| • African American | 48 | 56 | 50 |
| • Hispanic | 7 | 3 | 7 |
| • Asian/Pacific Islander | 4 | 1 | 3 |
| • American Indian/Alaskan Native | 1 | 0 | 1 |
| • Other | * | 0 | * |
| • Multi-racial | 1 | 1 | * |
| **Reported Number of Participants** | **725** | **153** | **878** |

*Less than 1 percent.

### Combined

| Race/Ethnicity | Full-Time Participants | Part-Time Participants | All Participants |
|---|---|---|---|
| • White | 39% | 29% | 37% |
| • African American | 42 | 59 | 44 |
| • Hispanic | 12 | 11 | 12 |
| • Asian/Pacific Islander | 3 | 1 | 3 |
| • American Indian/Alaskan Native | 3 | * | 3 |
| • Other | 1 | 0 | 1 |
| • Multi-racial | * | * | * |
| **Reported Number of Participants** | **1,939** | **248** | **2,187** |

*Less than 1 percent.



BEST COPY AVAILABLE

## Exhibit A.4
## Age, by Full-Time or Part-Time Participation

### Service Corps

| Age | Full-Time Participants | Part-Time Participants | All Participants |
|---|---|---|---|
| • 17 or Less | 32% | 37% | 33% |
| • 18-21 | 54 | 55 | 54 |
| • 22-25 | 13 | 8 | 12 |
| • 26-59 | 1 | 0 | 1 |
| **Reported Number of Participants** | **1,131** | **88** | **1,219** |

### National Service Demonstrations

| Age | Full-Time Participants | Part-Time Participants | All Participants |
|---|---|---|---|
| • 17 or Less | 6% | 1% | 6% |
| • 18-21 | 40 | 18 | 36 |
| • 22-25 | 23 | 13 | 21 |
| • 26-59 | 28 | 35 | 29 |
| • Over 60 | 3 | 33 | 8 |
| **Reported Number of Participants** | **686** | **141** | **827** |

*Less than 1 percent.

### Combined

| Age | Full-Time Participants | Part-Time Participants | All Participants |
|---|---|---|---|
| • 17 or Less | 23% | 15% | 22% |
| • 18-21 | 49 | 32 | 47 |
| • 22-25 | 16 | 11 | 16 |
| • 26-59 | 11 | 22 | 12 |
| • Over 60 | 1 | 20 | 3 |
| **Reported Number of Participants** | **1,817** | **229** | **2,406** |

## Exhibit A.5
## Gender, by Full-Time or Part-Time Participation

### Service Corps

| Age | Full-Time Participants | Part-Time Participants | All Participants |
|---|---|---|---|
| • Male | 62% | 51% | 62% |
| • Female | 38 | 49 | 38 |
| **Reported Number of Participants** | **1,229** | **95** | **1,324** |

### National Service Demonstrations

| Age | Full-Time Participants | Part-Time Participants | All Participants |
|---|---|---|---|
| • Male | 40% | 26% | 38% |
| • Female | 60 | 74 | 62 |
| **Reported Number of Participants** | **732** | **155** | **887** |

### Combined

| Age | Full-Time Participants | Part-Time Participants | All Participants |
|---|---|---|---|
| • Male | 54% | 35% | 52% |
| • Female | 46 | 65 | 48 |
| **Reported Number of Participants** | **1,961** | **250** | **2,211** |

BEST COPY AVAILABLE

Exhibit A.6

## Level of Education at Program Entry, by Full-Time or Part-Time Participation

### Service Corps

| Educational Level | Full-Time Participants | Part-Time Participants | All Participants |
|---|---|---|---|
| • 8th Grade or less | 8% | 4% | 8% |
| • 9th, 10th, 11th Grade | 51 | 79 | 53 |
| • GED-12th Grade Equivalent | 8 | 4 | 8 |
| • 12th Grade or High School Diploma | 30 | 13 | 29 |
| • Associate's Degree | 1 | 0 | 1 |
| • Bachelor's Degree | 1 | 0 | * |
| • Other Degree | * | 0 | * |
| • Occupational Degree | 1 | 0 | 1 |
| **Reported Number of Participants** | **1,219** | **94** | **1,313** |

*Less than 1 percent.

### National Service Demonstrations

| Educational Level | Full-Time Participants | Part-Time Participants | All Participants |
|---|---|---|---|
| • 8th Grade or less | 2% | 3% | 2% |
| • 9th, 10th, 11th Grade | 11 | 5 | 10 |
| • GED-12th Grade Equivalent | 9 | 7 | 9 |
| • 12th Grade or High School Diploma | 50 | 41 | 48 |
| • Associate's Degree | 4 | 8 | 5 |
| • Bachelor's Degree | 17 | 16 | 17 |
| • Master's Degree | 2 | 9 | 3 |
| • Doctorate Degree | 1 | 1 | 1 |
| • Other Degree | * | 1 | * |
| • Occupational Degree | 4 | 9 | 5 |
| **Reported Number of Participants** | **726** | **155** | **881** |

*Less than 1 percent.

### Combined

| Educational Level | Full-Time Participants | Part-Time Participants | All Participants |
|---|---|---|---|
| • 8th Grade or less | 6% | 3% | 6% |
| • 9th, 10th, 11th Grade | 36 | 33 | 36 |
| • GED-12th Grade Equivalent | 9 | 6 | 9 |
| • 12th Grade or High School Diploma | 37 | 30 | 37 |
| • Associate's Degree | 2 | 5 | 2 |
| • Bachelor's Degree | 7 | 10 | 7 |
| • Master's Degree | 1 | 6 | 1 |
| • Doctorate Degree | * | * | * |
| • Other Degree | * | 1 | * |
| • Occupational Degree | 2 | 6 | 2 |
| **Reported Number of Participants** | **1,945** | **249** | **2,194** |

*Less than 1 percent.

BEST COPY AVAILABLE

## Notes

[1] National and Community Service Act of 1990 (P.L.101-610, Section 2). Also see the National and Community Service Trust Act of 1993 and the report of the Commission on National and Community Service, *What You Can Do for Your Country*, January, 1993.

[2] Community service funds were generally distributed through a decentralized grant and subgrant process. The Commission on National and Community Service awarded direct grants to states, colleges and universities, Indian tribes and other organizations. While some of those organizations then operated programs directly, in many instances they acted as intermediaries and issued subgrants to local organizations that operated one or more programs.

In the Serve-America program (Subtitle B1), for example, the legislation directed that grants be made to states (with some exceptions) who then awarded subgrants to local school districts and/or community-based organizations for program operations. In Subtitle B2 (Higher Education Innovation Projects), some colleges received direct grants; however, a number of grants were made to state agencies and college consortia (such as the Campus Compact), which then awarded subgrants to individual colleges or universities for service activities.

Unless otherwise noted, the data in this report were collected at the subgrantee (local) level. For Subtitles B1 and B2, in some cases information was collected on individual programs, where a school district or college operated several distinct programs under a single subgrant.

[3] The number and percent of subgrantees reporting are as follows:

| Subtitle | Number of Subgrantees Reporting | Percent of Subgrantees Reporting |
|---|---|---|
| Serve America | 777 | 76.7 |
| Higher Education | 212* | 71.9 |
| Service Corps | 91 | 82.2 |
| National Models | 9 | 90.0 |
| **Overall** | **1089** | **75.5** |

[4] See end note 8.

[5] The higher figure is based on the fact that the subgrantees providing first year information represent approximately 70% of the total CNCS funding for 1992-93 programs. Please note that all other figures used in this report are based on the raw data reported by the subgrantees.

[6] Summer corps programs funded under Subtitle C are not included in the data reported here. The summer programs enrolled a total of 1,419 individuals, provided 256,877 hours of direct service and participated in another 89,091 hours of program activities. These programs reported 715 non-participant volunteers, providing 20,714 additional hours of service.

[7] There were substantial variations among the four subtitles in the average hours of service for non-participant volunteers, reflecting in part the fact that the definition of "non-participant volunteer" encompassed a broad variety of service roles. In Serve-America, the average was 25 hours per non-participant; in Higher Education,

15; in Conservation and Youth Service Corps, 47; and in National Service Demonstration programs, 10. One possible explanation for the differences might be that the figures for Higher Education and National Service Demonstrations include a higher proportion of non-participant volunteers in one-time or short-term service activities while the Serve-America and Corps figures reflect more ongoing volunteer involvement.

[8] The average hours per participant reported here understate the average hours that would be expected for full-time participants in Subtitles C and D who complete an entire program year, for several reasons:

- The First Year Reports on which these tabulations are based do not cover the entire first year of program operations in some programs; they include only the period from first use of CNCS funds through June 30, 1993. Thus, many participants were still in the program when the period covered by the report ended.
- The First Year Reports include both full-time and part-time participants (in those programs that have part-time participants).
- The First Year Reports include both participants who completed the program and those who dropped out before completion.

While we have no way of measuring the effect of the first two of these factors, it is possible to make a rough adjustment for the effect of dropouts on the average. If 25 percent of all participants drop out approximately one-quarter of the way through the program, average hours for those who complete the program would be about 23 percent larger than those shown here.

[9] 40% of all the programs reporting indicated at least some hours in education and human needs, and 71% indicated that at least 25% of their service was focused on one or both of those areas.

[10] These accomplishments were derived from a random sample of Subtitle C programs reporting a minimum of 25% of their participant service hours in a given program area in the first year.

[11] These accomplishments were derived from a review of all Subtitle D activities reported in the first year in each program area.

[12] It is important to recognize that these figures represent averages. In Serve-America and Higher Education, for example, some individual projects or courses where the emphasis is on service learning might involve a high ratio of classroom time to direct service; other projects might have little or no reported time spent in non-service activities.

[13] The "non-service" activities reported for Subtitle D primarily represent the experience (and program design) of City Year. City Year was responsible for 80% of all the non-service hours reported by the National Service Demonstration programs.

[14] Figures for racial and ethnic distributions in elementary and secondary schools, higher education, and the population at large (from the U.S. Department of Education, *Condition of Education*, Supplementary Tables 37-1 and 38-1, and the 1990 U.S. Census) are as follows:

**Racial/Ethnic Representation by Percent**

| | School | College | Census |
|---|---|---|---|
| White | 70.7 | 77.9 | 80.3 |
| Black | 15.2 | 8.9 | 12.0 |
| Hispanic | 10.9 | 5.5 | 8.8 |
| Asian/Pacific | 3.1 | 4.4 | 2.9 |
| Alaskan/ Am. Indian | 0.9 | 0.7 | 0.8 |

[15] It is important to note the extremely low level of participants of out-of-school youth in Serve-America. The National and Community Service Act of 1990 specifies that the community-based activities funded through Serve-America were intended to provide programs for "school dropouts, out-of-school youth, and other youth." While 27% of the 1992-93 Serve-America programs characterized themselves as "community-based," most were clearly focusing on in-school youth.

[16] Economically disadvantated was defined as being eligible for free lunch programs, JTPA, Summer youth employment programs, Aid to Families with Dependent Children (AFDC), Food Stamps, Pell grants, or other income-tested welfare programs.

Educationally disadvantaged was defined as being eligible for Chapter 1 or Special Education, or having demonstrated low academic performance (reading more than two years below grade level or having been retained in a grade at least once). It also included eligibility for remedial education or failure to complete high school.

Welfare included Aid to Families with Dependent Children (AFDC), Food Stamps, General Assistance, and any other income-tested welfare programs.

[17] The comparison is made to residents age 18 and under since most community service participants (over 84%) fall into that age group. 1990 Census figures indicate that 17.9% of Americans below the age of 18 live at or below the poverty level. The figures for those age 18 and over are 11.3%; the figure is 13.1% for the population as a whole.

[18] U.S. Department of Education figures indicate, for example, that 36% male and 26% of female 8th graders are at least one or more years below modal grade — a major indicator of risk of dropping out. U.S. Department of Education, *The Condition of Education*, 1992, Supplementary Table 3-2.

[19] Subtitles B1, B2, and C each had matching requirements in the legislation. In Subtitle B1 (Serve America), the federal share of the budget for any program could not exceed 90% in the first year of funding, 80% in the second year, and 70% in the third year. In Subtitle B2, the federal share was limited to 50% of the program costs. In Subtitle C, the federal share was limited to 75% of the program budget. There was no matching requirement for the Subtitle D (National Service Demonstration) programs.

The estimate of $152 million in total funding is based on the fact that subgrantees providing first year information represent approximately 63% of total CNCS funding for the 1992-93 programs and the assumption that the total reported funding ($95,761,953) represents a similar proportion of the total funding for community service programs.

[20] The calculation of cost per participant for the National Service Demonstration programs excludes the Pennsylvania Service Corps (PSC). PSC did not begin full operations until near the end of the first year resulting in fewer participants than anticipated. The funding figures reported here are budgeted amounts, not actual expenditures. Including PSC would artifically inflate the cost per participant as a result of the small number of participants relative to the planned budget.

BEST COPY AVAILABLE

[21] Subtitle B programs reported number of participants who "completed program satisfactorily." Subtitle C and D programs reported number of participants who "completed entire service period."

[22] Studies of the California Conservation Corps, for example, found as many as 25% of the participants dropped out during the first month of program participation. See Richard Voith and Sally Liederman, *The California Conservation Corps: A Report on Attrition* (Public/Private Ventures, 1986); and Alvia Branch, Sally Liederman, and Thomas J. Smith, *Youth Conservation and Service Corps: Findings from a National Evaluation* (Philadelphia: Public/Private Ventures, 1987).

[23] Subtitle C programs reporting on "Reasons Left" for those who ended participation early provided the following information: approximately 14% returned to school, 30% left for employment, 30% were expelled, 23% quit.

320:E/m mel
MN 00 896

Abt 55 Wheeler Street • Cambridge, Massachusetts • 02138-1168



BEST COPY AVAILABLE